



American Laws Governing State Aid to Public Libraries

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THIS CHAPTER WILL STUDY state grants-in-aid programs to public libraries of the states which have such programs. Thus it will be limited necessarily to this type of state aid. It must be emphasized at the very outset that it is not the only form of effective state aid; there have been examples of very efficient and effective programs of nonfiscal assistance which, though they did not involve the flow of funds to the local governments concerned, enabled a better accomplishment of objectives for that very reason. An example is the Watertown Regional Library Service Center. However, this study will examine grants-in-aid, or state intergovernmental expenditures, which involve the actual payment of money to local governments, or directly to the library unit.

In outline, the chapter attempts to report the existing legal conditions under which grants are made, citations to the specific state statutes authorizing the grant programs, the amounts of the grants over the past few years based on available data, the number of library units to which grants were made if, again, this information is available, and brief descriptions of the grant program. The material is presented on a regional basis as set up by the U. S. Bureau of the Census.

Grants imply a concept that the state recognizes some responsibility for library services and thereby recognizes one or more of the following factors and purposes of grants:

1. An equalization factor. This is an attempt to apportion funds in accordance with need and the ability to support the program by the transferring of funds from an area with above-average income to one with a below-average income.

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American Laws Governing State Aid to Public Libraries

2. A stabilizing purpose. The grant enables localities to meet extra local needs by stabilizing revenues.

3. The more equitable distribution of tax proceeds. Needs common to the several localities are met by grants based on the superior fiscal capacity of the larger unit of government.

4. A stimulation factor. Grants are made to aid localities finance new services.

5. A supporting purpose. The grant is made to achieve a better standard of performance. It may also be made to meet a need common to several governmental jurisdictions, any single one of which could not support the needed program at the desired standard.¹

Before the grant technique was ever used, the concept of state responsibility, in whole or part, for certain functions of its civil divisions had to be hammered out painfully and slowly by whatever legal means the people of the state could fuse into a program of service.

State and local functions and spheres of taxation are two phases of the relationship between the state and the locality which are interesting historically. The functional phase has, in the past, been sharply differentiated; but this has not been the case in the sphere of taxation. In the giving of service, the state remained very much aloof. Not so in the field of taxation, however. Though the state limited itself to the provision of judicial systems and the machinery of political government, it derived its revenue from the property tax superimposed upon local rates. It left to the local government the responsibility of maintaining such services as it could afford in the field of fire, police, and education, to name but a few.

It was inevitable that problems arose once the necessities and needs of all the people had to be limited only to those necessities and needs which could be met by the revenues available to the local jurisdiction. As these needs became more and more extra-local and even extra-state, the problems of financing the essential programs became more acute. Many studies have been made in this area of intergovernmental relations and some of the problems discussed have centered around which governmental agency should support functions of extra-local character and how should this be accomplished, to the study of at which level are the merits of political democracy and alert civic responsibility achieved more fully.

Needless to say, it stands to reason that some of the functional needs are better met by the governmental unit having the broader tax base,

TABLE I

*State Grants-In-Aid by Library Unit
New England Region—Fiscal Year 1958-59*

State	Kind of library unit to which grant is made	Amount	Purpose	Agency issuing rules and regulations
Connecticut G. S. 1958, Rec. Sec. 11-24 As amended 1959	Town units	Sum equal to amount appropriated and expended by town but not over \$500 for each unit	General Purpose	Yes: By State Board of Education
Maine Ch. 42, § 33	Town units	Minimum Grant \$20. Maximum Grant \$200	Books	Yes: By State Librarian
New Hampshire R. S. A. 201:21	6 or 7 Town units	\$1500	For project to be approved by State Library Commission	Yes: By the Commission
Rhode Island Ch. 23: § 1, 4	Town units	\$20,000 budgeted	1. Books 2. Salaries	State Librarian State Librarian
Vermont 22 V. S. A. § 181-85	Town units	Up to \$100 each	1. Establishment 2. To Small towns	Yes: By the Commission Yes: By the Commission

the better ability to collect the tax, and the distribution of that tax to the units which form the larger governmental jurisdiction.

There have been no clear cut solutions to the problem of inter-governmental relations. The attempt to shift some of these functions directly to the state level has met with resistance, as contravening the principle of "functional fitness." The pattern which seems to be more nearly expressive of the common will at the present time is for the state to aid local governments in financing these functions by shared taxes, separation of revenue sources, supplementary local rates, extension of local taxing authority, city-suburb relationships, and state-local grants-in-aid.^{2, 3}

State grants-in-aid to public libraries in the United States vary greatly from state to state. In only one area is there any similarity and that is in the amounts paid; in all but one state (New York) the amounts are very small and though they are called grants they do not, in most instances, have any of the factors or purposes enumerated

American Laws Governing State Aid to Public Libraries

above. Rose Vainstein in her nationwide study⁴ reports that in the 1956 fiscal year the total amount paid out in grants to public libraries amounted to only \$4,364,945 while the total of intergovernmental expenditure for all purposes in fiscal 1957 amounted to \$7.3 billion.⁵

New England Region

The pattern of direct state grants-in-aid for the New England states is one of grants to individual library units, usually on a town basis. However, the development of library service for the region, it must be remembered, is not in the direction of direct grants but rather of the central library concept, either from the state library if that agency is a comprehensive one (New Hampshire and Maine; also from the Library Bureau in Connecticut), or from state established and supported centers in cooperation with city libraries—for quarters— (Vermont and Massachusetts), or centers established by the state (Massachusetts and Connecticut).

The grants are small. In the Maine statutes, to be eligible for state aid a municipality must appropriate at least \$200. In Massachusetts, at present, there are no provisions for direct grants-in-aid to local library units nor is there any enabling legislation to permit such grants. However, there are bills, such as H2275, being considered by the 1960 legislature which would provide both the enabling legislation and the state grant-in-aid to libraries program. In Vermont the public library making application for a state grant must also satisfy the commission that it is rendering useful assistance to the public schools. In Connecticut, the grant consists of a maximum of \$500 per library on an equal matching basis with town funds.

The laws for the most part, are succinct and laconic. Provisions are

TABLE II

State Grants-in-Aid, Public Libraries Only
New England Region, Fiscal Year 1958-59

State	Amount of Grant 1958-59
Total: New England	\$119,460
Connecticut	81,110
Maine	14,350
New Hampshire	1,500
Rhode Island	20,000*
Vermont	2,500*

* Amount budgeted—No report on amounts actually expended.

made in the statutes for application to the Free Library Commission, or to the State Department of Education, or the state librarian who, after approval, then issues authenticated vouchers to the proper state officials for payment to the free libraries the sums appropriated by the legislature for grants-in-aid.

All precautions are taken to insure the autonomy of the individual library unit. The statutes in the New England states are noted for lack of supervision of the public libraries by the state. The only requirements for receiving the grants are such items as local appropriations; local appropriations relative to grand lists; limiting the grant to grand lists of a certain amount and below; satisfactory local public library service to schools; voting by the town electors of a library board and instructions to ask for the grant; personnel aid to libraries with a salary of \$500 or less; stipulation that state aid, in establishment grants, is for purchase of the first five hundred books, and the limiting of grants to six or seven libraries deemed, by the State Library Commission, to have a project which is worth-while and will be maintained as a continual service by the town.

Middle Atlantic Region

There are three states in the Middle Atlantic region with state aid. These are New Jersey whose state aid bill passed in the 1960 session of the legislature; New York whose original state aid bill was passed in 1950 with amendments in 1953, 1958, and in 1960, and Pennsylvania whose state aid program to counties dates from 1931. The latter's proposed 1959 state aid program based on a statewide survey completed in 1958^{6,7} failed to pass the legislature. Table III indicates the amount of aid for these three states.

New Jersey.—The New Jersey State Library Aid law provides four types of state aid: (1) minimum aids of either 5 cents per capita or 35 cents per capita (2) equalization aid, (3) county library or country-wide federation establishment grants, and (4) emergency aid. All municipalities (cities, towns, boroughs, townships, and villages) that support a public library in whole or part, with tax money in accordance with state law qualify for this aid. The municipal populations used in determining this aid, as well as the other types of aid, would be those in the last federal decennial census.

Instead of the 5 cents-per-capita aid, all municipalities can qualify for 35 cents-per-capita aid by meeting two additional requirements: (1) spend each year a local fair share of its public money for library

American Laws Governing State Aid to Public Libraries

service and (2) satisfy one of the following three conditions: (a) belong to a county library system, or (b) spend at least \$50,000 annually for public libraries or (c) belong to a federation of libraries, provided that the member municipalities spend an aggregate of \$50,000 or more annually for public libraries.

Local fair share is used as a measure of local, or municipal, ability to support municipal services. It is used as a measure of the minimum amount each municipality ought to spend each year for libraries in order to qualify for the higher 35 cent-per-capita aid. The rates of local fair share, on each dollar of equalized valuation, are: during the first year, $\frac{1}{20}$ mill; during the second year, $\frac{1}{10}$ mill; during the third year, $\frac{3}{20}$ mill; during the fourth year, $\frac{1}{5}$ mill; during the fifth year, $\frac{1}{4}$ mill; and thereafter, $\frac{1}{4}$ mill.

Each participating municipality certifies annually how much it appropriates for library purposes. This may, in some instances, be larger

TABLE III
*State Grants-in-Aid by Library Unit, Middle Atlantic Region—
Fiscal Years 1958, 1959, 1960*

State	Library units for which grants are made: or purpose	Amount	Purpose	Agency issuing rules and regulations
New Jersey Chs. 177, 178 Laws of 1959	a. Cities b. Towns c. Boroughs d. Townships e. Villages	\$400,000 1960 None 1959 None 1958	1. Minimum aid 2. Equaliza- tion 3. Establish- ment* 4. Emergency	Yes: By Commissioner of Education
New York Education Law § 272-273 § 255, 256, 271	a. Systems b. Counties c. Individual Library Units (1) Books (2) Reference Books	\$6,100,000 1960 \$3,950,000 1959 \$3,450,000 1958	1. Establish- ment 2. Annual 3. Per capita 4. Books, Periodicals and Binding 5. Geographic 6. Incentives to Multi- county	Yes: By Commissioner of Education
Pennsylvania	a. Counties	\$117,000 1960 \$ 91,214 1959 \$ 88,298 1958	1. Supple- mental	Yes: By Superintendent of Public Instruction

* Not in 1960.

than the appropriation specified in its budget. For example, if library quarters are afforded or maintained outside the regular library account, a reasonable amount may be charged to the library for this purpose.

The Legislative Commission to study library services in New Jersey concluded in its report, *Better Libraries for New Jersey*,⁸ that most of the libraries in New Jersey are too small to provide adequate service. Minimum requirements for quarters, books, equipment, and personnel for any library, the Commission decided, is \$50,000 annually. This requirement for 35 cents aid, therefore, was established to encourage municipalities to spend at least that much each year or, in the case of small municipalities for which this is impractical, to join county library systems or join in federations.

A federation, by law, is a group of two or more libraries within a county that voluntarily contract with each other for cooperative library services, including interlibrary loan services and the free reference use of their library facilities by all residents of the contracting municipalities. The commissioner of education, with the approval of the State Board of Education, promulgates such other standards and regulations for federation to insure the public convenience.

Municipalities of less than 35,000 population that qualify for the above 35 cent-per-capita aid may also qualify for equalization aid. This aid is devised to "equalize" library services by offering additional state help to the smaller municipalities less able to support effective library services on their own.

Annual establishment grants of \$20,000 for a period of three years have been provided for nine counties now without county libraries. Similar grants are available to countywide federations of libraries including all municipalities within these counties. These grants are in addition to the other aids and help meet the original capital expenditures in establishing county libraries or countywide federations.

In addition to the above aids, there are provisions for an annual appropriation of \$50,000 to be distributed among the participating municipalities by the commissioner of education. This will provide means to alleviate any emergency or unforeseeable conditions that might arise in any municipality or county and that cannot always be reasonably met by a fixed state aid formula.

All minimum and equalization aid are to be paid by the state to the qualifying municipalities except when the municipalities are members of county library systems. Such aids accruing to municipalities be-

American Laws Governing State Aid to Public Libraries

longing to country library systems will be paid to the counties. The county library commissioners may then allocate as much as 15 cents per capita to any or all of the member municipalities.

In some instances, members of county library systems also maintain local library facilities. That portion of state aid allotted to them by the county can be used to supplement these local library facilities. Some county library members, however, do not maintain any local library facilities. In such instances, their share of state aid can best be utilized by improving the services now extended to them by the county libraries. This state library aid program is a cooperative one and participation is entirely voluntary. Each municipality and county will have to decide to what extent it will participate. The program is devised to encourage each municipality to qualify for the highest amount of state aid possible.

The new legislation called for an appropriation of \$1,600,000 but the final amount voted was only \$400,000. Therefore, for fiscal year 1960, the state aid will be a percentage of the provision provided for by law.

New York:—This state's grant-in-aid program is one of the most effective, conceptually and financially, in the United States.⁹⁻¹¹ The formula is set up so that both the heavily populated and the sparsely settled rural areas are as equalized in benefits under the grant program as it is administratively feasible to accomplish. By means of establishment, annual, per capita, geographical, and book related material grants, the state is achieving its objective of effective book resources, optimum size library service systems, non-discriminating residential access to library services, and financial support at a level where adequacy of library service is a realizable goal.

Legally, the state has also achieved an efficient balance between the statutory and regulatory functions of government. In the statutes are found the broad outline of the legislative framework leaving to the regulatory agency, the Education Department under the rules of the Board of Regents, the policy of framework in the Regulations. The library extension division is the agency, under the state library, which administers the grants, and under Section 269 of the Education Law,¹² provides the needed informational and advisory, and to a much lesser extent, the supervisory elements of the regulations and statutory precepts.

The funds are appropriated by the legislature, paid by the Commissioner of Taxation and Finance on the warrant of the comptroller,

according to an apportionment made by the Commissioner of Education in accordance with his regulations. The law provides for conditions under which counties and certain cities are entitled to alternative state aid (§272) and the apportionment of state aid (§273).

The Statutes (§272) set forth a definition of system, the area served, what an approved plan means, conditions for approval of such a plan, the standard of service set by the Commissioner, provisions for reporting to the Commissioner, provisions for withholding funds when the localities attempt to consider state aid funds as supporting rather than supplemental, and what considerations should go into the promulgation of regulations and approving, rejecting, or revoking plans of library service.

The companion section, § 273, provides for the apportionment of state aid. Here is embodied the concept of the central library and the provisions for achieving such a unit, the annual and per capita grants, the geographical grants based on the square miles for the area served, the special provisions for the New York Public Library, the establishment grants, the computation of grants, and the methods whereby the state reclaims funds not expended according to the provisions of the statutes.

The Regulations of the Commissioner, formulated with the advisory recommendations of professional librarians, are complementary to the statutes. These consist of standards for central libraries, registration of libraries, standards for registration of public and free association libraries, approval of categories, and the certificates for librarians in registered and free association libraries. Other regulatory provisions are those for employment, examination, allotment for libraries serving populations under 5,000, and traveling libraries.

The essential elements of the state aid legislation are greater structural flexibility for library systems, emphasis on the availability of large collections of books and staff to the rural areas of the state, and an increase in state aid.

Section 255 of the Education Law makes it possible for the trustees of the public and association libraries of an area to authorize the establishment of a library system and by vote of the boards of trustees of the participating libraries to elect not less than five nor more than twenty-five trustees for the library system. The trustees then apply to the Board of Regents for a charter as a library system. This same section of the Education Law makes it possible for the board of trustees of a cooperative library system to contract with the State

American Laws Governing State Aid to Public Libraries

Education Department for services, facilities, and staff. Public and association libraries that are not included among the libraries participating in a cooperative library system may by resolution request the cooperative library system to admit them to participation in the system subject to approval by the commissioner of education.

Section 255 adds a feature of library structure that is new to New York State. Authority is granted to the board of supervisors of a county to create a department of county government to be administered in the same manner as other county departments. An advisory board may also be appointed if desired.

Under Section 272 of the Education Law full approval of a plan of library service requires service to at least 200,000 people or 4,000 square miles of area. Provisional approval may be given to a library system which will serve at least 50,000 persons and three or more political subdivisions in addition to submitting a planned program of service for the five-year period following approval. For the purpose of determining the population of the area served by the library system, the latest federal census figure is to be used.

The new Section 273 of the Education Law makes provision for the following state aid payments:

a) Annual grant

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|---|---------------------|
| (1) Library system serving less than one county | \$5,000 |
| (2) Library system serving one county or more than one county | \$15,000 per county |

b) 30 cents per capita of population of the area served

c) Area grant

Library system serving 1 county or less	\$ 6 per sq. mile
Library system serving 2 counties	9 per sq. mile
Library system serving 3 counties	12 per sq. mile
Library system serving 4 counties	15 per sq. mile
Library system serving 5 counties	18 per sq. mile

d) Establishment grant

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|--|---------------------------------|
| (1) Library systems serving one county or part thereof | \$10,000 |
| (2) Library systems serving more than one county | \$20,000 for each entire county |
| (3) Existing library systems under the old state aid law shall receive \$20,000 for each additional entire county not pre- | |

viously served which joins the library system under a new plan.

- e) Central libraries—Library systems which have less than 100,000 volumes in the central library may present a plan to build up the central library to 100,000 volumes by the end of a ten-year period. Under an approved acquisition plan the State Education Department will supply to the central library annually four times the number of volumes which the library system buys under this plan from its own funds exclusive of state aid.

There is also a provision added, or re-inserted, by which system expenditures for books, periodicals, and bindings are 100 per cent reimbursed if such expenditures are 30 cents per capita and over, to a ceiling of 50 cents per capita. The state will pay no more than 20 cents per capita for this phase of the aid program.

Section 271 of the Education Law does not change the payment of the \$100 matching grants to the individual libraries which are not participating in a library system. In addition to this matching grant, the nonsystem libraries serving less than 5,000 population may receive annually \$100 worth of reference books. These libraries may elect to receive all or any part of the \$100 grant to which they are entitled in the form of reference books rather than direct payment.

A library system may be approved for state aid under sections 272 and 273 of the Education Law, if it complies with the provisions of the forementioned sections of the Education Law and if it meets the following Regulations of the Commissioner. Full approval cannot be given to a library system unless it serves at least 200,000 people or 4,000 square miles of area. Provisional approval may be given to a library system which will serve at least 50,000 persons provided the area includes three or more political subdivisions and that a satisfactory plan is submitted for expansion of service during the ensuing five year period.

In order to qualify for full approval a plan submitted by a library system must provide for the free use by all residents of the area served of the total library resources within the system by acceptance by all libraries in the system, to be honored on the same basis as that specified for cardholders in each individual library. Provisional approval is granted provided that each member library of the system may have the right to borrow for one or more of its cardholders from any other member library of the library system any book or other material on

American Laws Governing State Aid to Public Libraries

the same basis as that provided by the lending member library applicable to its resident cardholder. Also, each system submits a plan which shall include a description of the means by which the various economic, cultural, civic, and age groups are to be assisted by qualified personnel in deriving maximum benefit from library resources.

Each system certifies that there will be employed within the library system at least one full-time staff member (or the equivalent) for each 5,000 residents of the area served by the system, exclusive of janitorial, cleaning, and maintenance workers. There must be employed within each fully approved system of libraries at least six professional librarians engaged in system services. There must also be employed within each of the provisionally approved system libraries at least four professional librarians engaged in system services.

For full approval each system must add annually at least 4,000 titles not previously held by the system. For provisional approval each system must add annually at least 2,000 titles not previously held by the system. Each system must provide a means of location of materials added in the libraries of the system.

The standards for central libraries stipulate that a system applying for state aid must submit an acquisition plan for building up the collection of the central library. If there are less than 100,000 volumes of adult nonfiction, bound periodicals, and books in foreign languages in the designated central library, the holdings that the central library does have become the base from which state aid is computed in this category. If, after approval of the acquisition plan, the system expands its service area to include either another library system receiving central library book aid, or expands its service as to include a library with a larger adult nonfiction book collection, the system must amend its statement.

The central library collection of adult nonfiction must be physically assembled so as to provide maximum use of the collection by residents of the area served by the system. If the system provides that the central library collection is to be housed in more than one location, the system must: (1) Show that such separation of the central collection will not weaken the scope of the collection or the quality of the reference and informational service available to readers through such collection, and (2) Provide that there must be a unified means of location of the total adult nonfiction holdings of the several libraries in which the central library collection is housed.

The central library of the system must provide information service

and bibliographical assistance to readers, and the system must annually submit to the Library Extension Division, as a supplement to this acquisition plan, an application stating: (1) The number of volumes for which the system intends to apply under Education Law (Section 273, subdivision 1) in the succeeding year, and (2) The number of adult nonfiction volumes, books in foreign languages, and bound periodicals which the system and its member libraries have acquired in the preceding year from sources other than state aid.

The volumes to be acquired under such plan by the system must be adult nonfiction or books in foreign languages.

It is interesting to note that for the fiscal year 1959, the state expended in the \$100 grant category a total of \$59,693.84 to 610 individual public library units. In the category of systems the state expended \$3,217,373.35 to twelve systems. In 1958, \$58,447.53 went to 603 libraries in the \$100 category, while system grants amounted to \$2,282,174.77. In 1960 the total state aid will move up to over \$6,000,000. The latest information available indicates that as of February 1960, eighteen systems were organized, composed of forty-four counties in whole or in part, with a population served of 12,560,965. This is eighty-five per cent of the population and represents 55 per cent of the square mileage of the state.¹³ State library grants-in-aid amounted to less than 1 per cent of the total funds appropriated for education in the local assistance fund even though the grant program is substantial, varying approximately .052 per cent, from .624 per cent to .676 per cent for fiscal 1960.

Pennsylvania.—State grants-in-aid in Pennsylvania are limited to counties of the 3rd through the 8th class. The maximum amount available is up to \$4,000 on a matching basis. The state will pay to each county library a percentage of funds appropriated to the county library by the county government. This percentage varies from 80 per cent for the 250,000-800,000 population group to 125 per cent for counties with less than 20,000 population. In 1957, twenty-nine counties received these grants; in 1958, twenty-nine; and in 1959, thirty.

Southern Region

The grants-in-aid program for the Southern region,¹⁴ at the present, is one of the most dynamic of any region in the United States. Eleven states have grant programs and the increasing effectiveness of library service in the region is due largely to the sound structure of these programs. The table below gives an outline of the states' program.

TABLE IV

*State Grants-in-Aid by Library Unit
Southern Region—Available Data for Fiscal Years 1959, 1960*

State	Library unit to which grants are made	Amount	Purpose	Agency issuing rules and regulations
Arkansas ASA 6-301	County Multicounty	\$130,453 - 1960	Establishment Multicounty County Annual Demonstration Personnel Scholarship In-Service Training	State Library Commission
Delaware Del. Code Title 14 Ch. 1 § 7146	School District Public Libraries	\$10,550 - 1958	Book Grants	State Library Commission
Georgia Ga. Code 1948-49 § 8-20, 21	County Regional	\$851,352 - 1956	Establishment Annual Achievement Special	State Board of Education
Kentucky KRS § 171.201-205	County Library Region	\$100,000 - 1961 \$ 50,000 - 1960	Basic Equalization Incentive	Public Library Service Commission
Maryland MAC Art. 77 § 178	County Library City	\$318,992	Book Grant Current Operations	Superintendent of Education
Mississippi Miss. Code § 6210-04	Region (at least 2 cos.) County	\$ 60,635 - 1960	Annual	Mississippi Library Com- mission
No. Carolina GSNC Art. 1 - Ch. 125 Art. 8 - Ch. 160	County Region	\$456,448 - 1960	Annual Regional Incentive Personnel Adult Film Interlibrary loan	N. C. State Library Board of Trustees
So. Carolina S.C. Code 1952 Ch. 5 § 42-204	County Region	\$ 70,755	Books Salary Sup- plemental Other Library Materials	Board of Directors of State Library Assoc.
Tennessee Tenn. Code § 70-11	County Region	\$300,000	Annual	Department of Education
Virginia Va. Code § 23-32	County Region Two classes of cities	\$150,000	Development of Library Service Improve Standards	State Library Board

Alabama.—State aid in Alabama is authorized in Section 280 of Title 55, Code of Alabama 1940, amended 1959, as follows: "The Alabama Public Library Service . . . may receive and shall administer all funds, books and other property, from whatever sources, under such conditions as may be deemed necessary in order to carry out the provisions of this article."

There is no separate appropriation for the state aid function in Alabama and funds necessary for books, equipment, and allocations to approved library systems are included in the proper categories of the biennial appropriation for the state agency. State aid is not a money grant-in-aid but an allocation of funds authorized by the board of the state agency to be used by the state agency for any county or regional library system meeting conditions set by the state agency.

In the case of a qualifying county or regional library system, such library receives an annual establishment allocation for the purchase of books for the first three years and a smaller continuation book allotment annually thereafter. Books are selected by each approved library system and the order forwarded to the state agency and placed by it with a state contract jobber. Books are shipped directly to the approved library. Upon receipt of a "materials receipt form" from the approved library the state agency pays the invoices for such books.

In equipment, the state agency lends the approved library systems a bookmobile for a period of eighteen months after which the library system purchases its own bookmobile. As state funds are available, library furniture or equipment may be purchased by the state and placed in an approved library system. Title to such equipment and/or furniture remains with the state but may be left in the approved library system so long as the system continues.

When sufficient salary funds are available in the state budget, personnel may be employed by an approved library system with approval of the state agency. Such personnel, under the agreement between the state agency and the approved library system, are paid by the approved library and reimbursement of such salary costs is made by the state to the library upon submission of the proper forms.

Arkansas.—In this state the only reference in the statutes to state aid is a sentence in section 7 of Act 139 outlining the duties of the commission. It states that the commission "may administer the State aid to libraries." The administration of the grants is thus wholly accomplished by the commission.

There are five phases to the state's grant program: establishment,

American Laws Governing State Aid to Public Libraries

effective 1958; annual continuation; multicounty continuation, effective 1958; demonstration, effective 1942; and personnel (scholarship and in-service training).

Payments are made to county and multicounty units from the amounts appropriated and distributed on the basis of population at a specified rate per capita. The establishment grant allots 35 cents per capita for the purchase of books if the state requirements, of legal organization, local support, budget, quarters, reports to state agency, and qualified personnel are met. The continuation grant is three cents per capita plus \$500 if the county supports the system on the one mill level. The regional system grant is also three cents per capita, plus \$500 for the one mill levy, plus \$500 more for one headquarters for the entire system.

The scholarship grant amounts to \$35 per semester hour, up to ten hours, for a qualified librarian to take library science courses at an accredited library school. In-service training grants pay the actual expenses of librarians and trustees to attend workshops sponsored by the Arkansas Library Commission in the state.

Delaware—The Delaware statute is very specific. It provides for the State Library Commission as the agency to administer the grant program. The administration of the grant is given a statutory framework both for the State Library Commission to follow and the purpose for the grant. The grant is made to the school district library commissioners for the purchase of books. However, the school districts are placed in categories according to population and each category, that is, districts of the first, second, third, and fourth class, each cannot receive funds over the amounts specified in the statutory limit for its class. The State Library Commission also has statutory control over the books to be bought by the grant funds since it has to approve the list of books submitted by districts for purchase.

Georgia.—The grant-in-aid program in Georgia is not, technically, a cash grant program. It establishes credits, as it were, at the state agency upon which the county or system can draw for the specific purposes the funds are set up. The state, upon authorization, pays for the salaries, the library materials, travel, and other authorized items the system is entitled to. Special state allotment funds are made in cash upon the basis of approved budgets.

There are four phases of the state grants-in-aid program for Georgia: establishment, annual, achievement, and special state allotment grants. It must also be realized that when the state's minimum Foundation

Program for Education was enacted in 1949 it included public libraries. The establishment grant is given only to regional systems, that is, counties cooperating together to form a multicounty system under the supervision of trained library personnel with the objective of giving improved library service throughout the region. This aid is limited to the purchase of materials.

There is also an annual grant of \$3,600 to the region for the purchase of materials. Each county in the region is also given an annual grant which varies from \$450 to \$20,000 and is based on the number of teachers in each county. The requirements for the regional and county annual grants are that the units be legally set up, strive towards qualitative library service in the county and region by employing certificated librarians, coordination of service, and the implementation of an approved plan of service. County librarians must hold at least a Grade I certificate issued by the State Board for the Certification of Librarians. Regional directors must hold a Grade V professional certificate issued by the same board. Other factors considered are the stabilization of local funds for the support of the county and service, the provision of a central headquarters, the selection of materials from approved sources, the placement of orders through the state agency, annual reports to the state agency, and that service be free.

The achievement grants are also to county and region. The grant is \$3,600 to \$5,700 for salary of qualified personnel, if the regional or county plan budget is not less than \$10,000. It also provides \$480 for travel for the state paid librarians within the work area and also outside if it is necessary to do so for professional business connected with the library program. Then for each system over two counties there is an additional \$1,000 for each such county for material. The special state allotment is predicated on the amount of the federal grant allotted and is granted for salaries, materials, equipment, supplies, rent, bookmobile, and operating costs. Since it is based on the federal grant the ratio of rural to urban population within the definition of the Library Services Act is a factor in making the grant. Special needs of a particular library system for bookmobiles, equipment, personnel, etc., are important factors along with rural population in determining the amount of special state allotments. Regional library systems receive one state salary per county according to the number of counties in a region, e.g., two county region—two salaries; three county region—three salaries; etc.

Kentucky.—Kentucky State aid program requirements are detailed

American Laws Governing State Aid to Public Libraries

in the legislation. The statutes also make provision for a public library service commission which makes the rules and regulations for the allocation of state grant funds. This commission is made up of the commissioner of finance, the attorney-general, and the director of the Library Extension Division.

The objectives of the legislation providing for grants are to promote, aid, and equalize public library service. The funds for the grant are from the general expenditure fund of the state treasury. They are paid out by the state treasurer on warrants drawn by the commissioner of finance on order of the chairman of the Public Library Service Commission.

The grants cannot be used for building, equipment, or furniture purposes. They are limited to expenditures for books, bookmobiles, technical assistance, educational, and promotional purposes. The payments are made to counties on a basic, equalization, and incentive payment basis. In fiscal 1959, ninety-six county library units received basic grants, twenty-nine equalization, and sixty the incentive payments. The grant program became effective in 1952. No county may receive more than \$5,000 and at least 5 per cent must be expended for countywide public library service. The statutes provide a legislative intent section in which such intent is stated to be that grants are supplemental, not supporting.

Maryland.—The Maryland state aid program is one geared to books and current expenses. A county library established under the provisions of § 178(a) may receive an annual book grant if the county commissioners have levied a tax of not less than two cents on each one hundred dollars of assessed valuation of taxable property subject to the full rate, or if they appropriate a lump sum equivalent to what the former method would bring. The superintendent of education authorizes the payments to be made and he may withhold such payments if the county fails to levy the amount prescribed by law or fails to meet the requirements of the law. The amount of money appropriated is distributed at a specified rate of per capita of population. The amounts vary; for counties having a population of 30,000 or less the grant is .08 cents per capita while counties with a population of 200,000 or more the grant is .02 cents per capita.

For counties, and Baltimore City, in which public libraries have been established under § 178(b-1) there is a state aid fund for current expenses which started July 1, 1954. These funds are in addition to the book grant under § 178 (a) & (b). These funds must be used for the current expenses of the library and cannot be used for

the purchase of land, the erection of buildings, or for debt reduction.

Mississippi.—Mississippi bases its authority for making grants on the statutory delineation of the duties of the Mississippi Library Commission in which it is stated that "It may . . . establish county and regional libraries and may use any funds, separate and apart from the general funds of the Mississippi Library Commission, which might come into its custody from any source, for such purpose, and for the purpose of establishing, stimulating, increasing, improving, and equalizing library service in the various counties within the State, under such rules for the safe keeping, preservation, care, handling, and management of the same as may be fixed by the Mississippi Library Commission."

Grants are made to regional systems, with a system comprising at least two counties. The administrative activities of all the libraries must be combined or coordinated to achieve maximum efficiency and service. The system director must be a professionally qualified librarian. The budget of the system must be at least \$25,000 and each county in the system must provide a sum equivalent to a one mill tax on the assessed valuation of all property within the county. The service must be free and available within a radius of not less than two miles to every person in the area. There are also provisions for an evaluation of the system's program of service by the state board of commissioners and the board of trustees of the library system.

North Carolina.—The authority for state aid in North Carolina is based on the general statutes of North Carolina, Article 1, Chapter 125, and Article 8, Chapter 160; § 125-3, creates the board of trustees, and subsection (3) of § 125-7 sets up the rules and regulatory making power of the board to administer state grants.

The statutory provisions leave the detailed arrangements for the allocation and administration of the state grants to the State Library Board. The statutes stipulate the legislative intent by providing that the grants shall be made "to improve, stimulate, increase, and equalize public library service to the people of the whole State, . . . shall be used for no other purpose . . . and shall be allocated among the counties in the State taking into consideration local needs, areas and population to be served, local interest and such other factors as may affect the State program of public library service."

Chapter 160, § 160-174, § 160-175 provide for two very important statutory authority sections: authority for governing bodies of counties and municipalities to contract for library service with other counties

American Laws Governing State Aid to Public Libraries

and municipalities, associations or corporations maintaining a library; and authority for two or more counties or municipalities, or a county or counties and a municipality or municipalities to join for the purpose of establishing and maintaining a free public library. This is accomplished by resolution of the governmental units participating. One of the features which the resolution must contain is how the distribution of property is to be made in the event of a dissolution. Another feature of the organization of the joint library is an agreement between and among the participating units as to the amount each participating unit shall contribute to the establishment and support of the joint library. The state funds are paid directly to the treasurer of the board of trustees. The statutes also make provision for the withdrawal of a municipality or county from the joint library.

The regulations provide for the state grant funds payment to county and regional libraries. For each qualifying county there is a basic grant of \$4,000 plus an additional allotment for each qualifying regional library. The regulations also provide the qualifications which the library unit must meet for receiving the state grants. Among these are the legal establishment of the library unit; qualifications of the library director; central location of the regional headquarters; library service to be provided to all the people in the area; the area to provide a minimum of \$3,000 or 15 cents per capita, whichever is greater, by tax levy or appropriation; and a yearly audit. Other features of the regulations are submission of an area plan of library service, trustee by-laws, library unit budget, and properly filled out application for state aid, to the State Library Board.

The grant is not made automatically every year to the system. To continue to qualify a county or regional library system must maintain its trustee structure, and professional qualification of the library director; its central headquarters; standard of library service for all in the area; secure appropriations or tax funds to finance improved library service; and use the funds available for library service. If a balance of \$1,000 or more occurs, the system has that amount deducted from its basic state aid allocation amount on the next payment. The systems also must submit any changes in its five year plan, changes in by-laws, its yearly budget, and its yearly audit to the State Library Board. The regulations also provide that basic state aid funds may be used only for books, salaries of qualified librarians, purchase of bookmobiles, and the bonding of the library treasurer.

There are also additional allotments from state or federal funds

which are considered as regional incentive grants. To obtain this grant, which is on a matching basis, each county in the region must realize, by appropriation or tax levy, a 3 cents tax on the \$100 valuation. When it accomplishes this it receives a regional grant of \$4,000 per county. For each 1 cent per \$100 valuation increase by each county the regional grant is increased \$2,000 per county until the maximum tax levy vote of 10 cents on the \$100 valuation is reached entitling the region to \$18,000 per county. However, the regional grant may not exceed \$100 per capita. There is also a personnel grant allocation initiated in the 1960 fiscal year. This grant is determined by the basic allocation grant of \$4,000 per county. The allocation amounts to \$1,200 for an additional full-time professional staff member in the system; meeting the requirements of a fully trained and qualified director and ability to meet the remainder of the salary for that position.

In 1959 there were 322 public libraries in North Carolina classified as follows: 76 county libraries (4 county with 2 county systems each), 9 regional (25 counties), 24 branch, and 23 independent town and city. There were 105 bookmobiles serving ninety-four counties, and the total book stock amounted to 3,543,201 volumes, or .8 volume per capita. The total circulation was 12,269,873. Of the 4,061,929 population of the state 3,911,417 had access to the library service provided, 150,512 had not. Counties showing state aid numbered 94; those showing federal aid, 27, and counties with tax votes, 23.

South Carolina.—The state aid program payments are made to county and regional libraries and the authority for such is based on the statute creating the board of directors for the State Public Library Association. The board has the power to receive and disburse funds that can be classified as public funds; create library districts as it deems proper; allocate public funds to these districts; set standards; issue librarian certificates; and to take such action as may be deemed advisable to foster and encourage adequate public library service within the state.

Cash allotments were made to thirty-nine qualifying out of the forty-six counties in the state in the 1957-1959 biennium, with Edgefield County qualifying in fiscal 1959. The amounts paid to these libraries has increased from \$200 in 1943 to \$1,500 per county in 1958.

Libraries with a professionally qualified librarian in charge receive cash allotments; libraries directed by nonprofessionals get an equivalent state aid in the form of books or equipment.

The first \$1,000 in state aid is for books and must be on a dollar per dollar matching basis. The next \$500, which requires no matching

American Laws Governing State Aid to Public Libraries

by local funds, may be used to purchase books from standard lists; to supplement the salary of a qualified chief librarian or department head; purchase of periodicals; book rebinding; and purchase of actual library equipment. As a further service to the smaller county libraries, the State Library Board processes book orders to be paid from state aid funds. These funds may also be used to supplement the purchase of bookmobiles. The funds may not be used for salaries of unqualified personnel, rent, construction or repair of a building; regular office equipment; tables or chairs; operating expenses; travel; publicity; supplies or custodial supplies.

Tennessee.—The Tennessee library grant program partakes of much of the grant-in-aid characteristics that have been examined in other states. There is, for instance, a contract executed between the state agency and the local regional library board. The terms of the contract stipulate that the regional library board shall be responsible for certain provisions of the contract and the state agency for others. On this basis, Tennessee has been included under this chapter of state grants-in-aid in order to give a clear picture of all types of state responsibility.

The local regional boards agree to administer the state funds allocated to them; prepare and submit a budget to the state agency; employ qualified personnel; provide suitable quarters for the regional headquarters and bookmobile service; budget travel allowances; replenish book collection regularly; maintain adequate records; provide library materials, communications as needed, for inspection by the state agency; and furnish expenditure statements, monthly and annually. The state agency on the other hand will furnish the state funds within the limit of the state's appropriation available for this purpose, and such other advisory and consultative service as will serve to integrate library service within the region with the state's total program.

Virginia.—The Statutes of the Virginia Code provide, as a part of the public education of its citizens, for the establishment and development of public library service throughout its various political subdivisions. The Virginia State Library Board administers the grants from such appropriations as are made. If the appropriations are not sufficient to meet the grant request of established libraries which have qualified, the available funds are prorated by the State Library Board so that each unit receives a proportionate share.

Regional libraries serving over 35,000 population are entitled, in grant aid, up to 35 per cent of local funds appropriated for libraries to a maximum of \$15,000. County libraries serving less than 35,000 population receive 35 per cent of such local funds up to \$5,000. If the

state appropriations reach 100 per cent of the applications for state aid received and approved, the regional and county libraries are entitled to an additional 20 per cent, if they have received an increase of local funds over the previous fiscal year.

North Central Region

Four states in the North Central region of the United States have state aid programs. The following table gives in outline form the programs in effect in each state.

TABLE V
State Grants-in-Aid By Library Unit
North Central Region—Fiscal Years 1959, 1960, 1961

State	Library unit to which amount is made	Amount	Purpose	Agency issuing rules and regulations
Michigan Act 315 of 1937 as amended by Act 193 of P. L. 1956	1. Individual Public Library units 2. County and Regional Library Units	\$420,000 - 1961 \$420,000 - 1960 \$420,000 - 1959	1. Annual 2. Development 3. Establishment	Yes: Michigan State Library Board
Minnesota Ch. 3 § 2 Subd. 10 Extra Session Laws 1957	1. County Systems 2. Regional Systems	\$125,000 - 1961 \$125,000 - 1960 \$125,000 - 1959	Establishment	Yes: State Education Board
Missouri RSM 181.021 § 7	1. Individual Library Units 2. County and Regional Library Units 3. Newly formed County and Regional Library Units	\$275,000 - 1960	Annual Equalization Establishment	Yes: State Library Commission
Ohio H. B. 831. 103 Gen. Assembly	1. County Extension Library Centers 2. Other Public Library Units	\$271,800 - 1961 \$176,000 - 1960 \$160,000 - 1959	1. Annual	Yes: State Library Board

American Laws Governing State Aid to Public Libraries

Michigan.—State aid for Michigan is based on the state aid for Public Law Act 315 of 1937 as amended by P.A. 193 of 1956. The law is comprehensive and detailed. Practically all aspects of the grants-in-aid program are written into the law and leave interpretative matters to regulatory discretion. The limitations are that grants other than those from the County and Regional Library Development fund "may be used for any expenditure except the purchase of sites or buildings, the erection of buildings or addition to buildings, the remodeling of buildings, and the payment of principal or interest charges on any indebtedness."

The monies appropriated are apportioned to funds of which there are three: a General Library Fund, 70 per cent; a County and Regional Library Development Fund, 20 per cent; and a County and Regional Library Establishment Fund, 10 per cent. For each fund there are certain objectives to be attained and requirements to be met. Objectives of the General Library Fund are to enable local communities to increase their public library service and to consider these funds as supplemental, not supporting. Only libraries meeting maximum standards are awarded grants and the payments are on a per capita rate. The requirements are that each governmental unit must make an appropriation equaling at least $\frac{3}{10}$ mill on state equalized valuation of area served and local support to include all income appropriated by local government sources, exclusive of estimated allowance for housing and maintenance.

The County and Regional Library Development Fund was set up to aid these systems to meet the standards set by the State Board. It is an incentive grant to each county and regional library to provide a qualified head librarian. It also refunds the salary of each qualified head librarian up to \$4800 per year but not more than \$400 per month. The requirements are that the head librarian must be a college graduate and have a library school degree, plus four years administrative experience. The county or region must also certify that it has appropriated not less than \$3,600.

The County and Regional Library Establishment Fund was set up to provide incentive for new county and regional libraries. The grants are made to cover capital costs. A grant may not exceed \$15,000 per county. For regional libraries, a grant is made for each county in the region plus a grant for the region as a whole. The requirements are that the county or region must have a population of 20,000 or more persons. The appropriation to be raised by the county or region must

not be less than $\frac{3}{10}$ mill on the state equalized valuation of the area served. Cities of 5,000 and over may elect not to join.

Requirements common to all grants are that the libraries must meet minimum standards for personnel, hours of opening, book collection, and services set by the State Board for Libraries. The grants must be kept in separate funds, and an annual report of expenditures must be made to the State Library Board.

Minnesota.—State aid grants are geared to the state amount needed to match for the federal funds.¹⁵ The amount appropriated in 1960 and 1961 totals \$125,000 for each year of the biennium. The statutes further stipulate that only 10 per cent of this amount may be used for the administration of the grant; that the grants can be made only to rural (Library Services Act definition) areas of the state; the system must have a 20,000 population minimum and receive one mill tax income from public funds. The area to be served takes the initiative in applying for the grant and submits a plan. The plan contains a description of the area to be served by the proposed system, the ability of the local government to finance operations out of public funds, how much it will cost to operate the system, and how it will reach the people with library service.

The awarding of the grant by the Board of Education is made on the basis of the economical and practical aspect of the proposed plan, and the amount of funds available. The Board of Education makes all further rules for the administration of the grant within the framework of the Library Services Act and the legal provisions of the Minnesota state law. Among the other than statutory provisions are: that the area to be served by the library system receiving aid must include rural areas and one or more counties; the system must have a legally constituted and appointed library board; the proposed plan of library service must meet minimum standards of personnel, services, book-stock, and equipment; and be under the direction of a fully qualified professional librarian.

Since the money for grants-in-aid is limited the Board of Education has established the following priorities: the practicability and economy of the plan, including the potentiality of the area for continuing the operation of service after the aid program ends; the number of persons which the proposed library system will serve, the proportion now unserved, and the proportion now inadequately served; a higher priority will be given library systems which serve more than one county; the economic need of the area to be benefited relative to the need of

American Laws Governing State Aid to Public Libraries

other areas making applications; and the date the application is received in the Department of Education.

Missouri.—State aid to public libraries in Missouri¹⁸ is intended to supplement the local income of libraries so that a minimum quality of library service can be given by each library.

The first 50 per cent of the state aid monies is allocated on a per capita basis to all tax-supported libraries which have a one mill library tax. The second portion of the grant, 40 per cent, is used to equalize the income of those county and regional libraries which have a one mill tax, but receive less than \$1.00 per capita in library tax income. The remaining portion of the grant, 10 per cent, is used to encourage the development of library service through establishment grants to newly formed county and regional units.

In Missouri there is also a constitutional provision. Section 10 of the Constitution makes provision for the establishment and development of free public libraries and for the payment of state aid by the General Assembly when such a subdivision or municipality of the state qualifies.

Ohio.—The greater part of the state aid grant program is accomplished by regulatory rather than by statutory provisions. The state aid grant program in Ohio is known as a subsidy for public libraries. It is predicated on appropriation acts, biennium by biennium. The act stipulates that this aid shall be distributed by the Ohio State Library Board and that it shall make such rules for its distribution as it shall see fit. The funds, in the intent of the appropriation acts, are to be used to increase, improve, stimulate, and equalize library service to the people of the whole state. It is allocated among the counties taking into consideration local needs, area and population to be served, local interest as evidenced by local appropriation, and such other facts as may affect the state program of library service.

The libraries in the state are divided into two groups: extension center libraries, and all other public libraries.^{17, 18} Extension center libraries are those which, with the approval of the State Library Board, has assumed responsibility for extending library service to all the territory not within the territorial boundaries of other established libraries within the county. Aid to these libraries is based on the county intangible tax collection. This tax collection is used as a key to the ability of the county to support a library, and to determine the basic allowance for the county. If a county supports its libraries only to 10 per cent of its ability to do so the state will limit its support to 10 per cent of the county's basic allotment from state aid. Other fac-

TABLE VI

*State Grants-in-Aid by Library Unit
Western Region—Fiscal Year 1959, 1960, 1961*

State	Library unit to which grant is made	Amount	Purpose	Agency issuing rules and regulations
New Mexico NMSA Ch. 4, Article 11 § 4-11-3	Legally established individual library units (City and county—also sponsored units)	\$ 20,000 - 1959	1. Books 75% 2. Salary 25%	State Library Commission
Oregon ORS § 357-715	County, regional and library units extending service	\$ 89,943 - 1959	1. Exhibit Book-mobile 2. Demonstration 3. Project	State Library Board of Trustees
Washington RCW 27.04.040	Systems	1. \$113,271-1960 92,587-1961 2. \$ 25,000-1959 25,000-1960	1. Establishment 2. Integration 3. Sustaining— (Provided for but not in operation 1960)	State Library Commission

tors which the State Library Board considers is the continuing quality of service given by the center, and professionally trained librarians if the extension center budget is \$5,000 or more a year.

Nonextension center public libraries may receive a \$50 grant if their library budget is \$1,000 or more per year or a proportionate per cent of \$50 if their budgets are less than \$1,000 per year. To qualify they must fill out a state-aid application blank completely and return it to the state; stipulate that they have secured, or made every legitimate effort to secure, increased county intangibles tax support.

Western Region

State grants-in-aid for the Western region are made in only three states: New Mexico, Oregon, and Washington. The table above gives the outline of state aid.*

* Alaska.—The reorganization of Alaska from a Territory to a state has resulted in the transfer of the Territorial Department of Library Service from the Executive

American Laws Governing State Aid to Public Libraries

New Mexico.—New Mexico's State aid program was started in the mid 1940's. The grants are made to properly constituted city and county libraries on a matching basis. The minimum aid is \$200 and the maximum is \$700. Only funds from public sources can be used for matching. The library applying for the grant must indicate that it is giving free library service to the residents of an entire county. It must also state that it is open a sufficient number of hours to give reasonable service; provide sufficient equipment and supplies to conduct the work of the library; provide an adequate card catalog; and submit lists of books to be purchased with state money to the State Library Commission for approval before ordering. At least 75 per cent of the grant must be spent for books and 25 per cent may be spent for the librarian's salary. There are also provisions prohibiting the expenditure of state grant funds for rent or repair of buildings, for buying equipment, or for maintenance purposes. The authority for the state to make grants-in-aid is found in the statute setting up the New Mexico State Library Commission, entitled "Duties and Functions of Commission."¹⁹

Oregon.—In Oregon the Library Services Act was the catalyst for the state aid program. The 1957 legislature appropriated the funds to provide for the first grant aid to public libraries. The amount was geared to the state's matching requirements to obtain the maximum federal funds. The statutes are explicit.²⁰ Policy is provided for in the statute itself and extends the duties of the trustees of the State Library Administrative Agency in regard to making the grant, determining eligibility, and advising public libraries. It further stipulates that allotments of state funds for grants-in-aid cannot be made unless the trustees of the state library feel that the unit receiving the grant is capable of continuing the program after the grant period ends and that, except for certain conditions, the grant shall not be for more than one year. The state law also provides for qualified consultants to the State Board of Trustees to advise on standards and eligibility provisions and stipulates legal conditions under which they may be

to the Education Department where it is now called the Division of Library Service.

Formerly, state grants were handled in the Executive Department but with the activation of a Territorial Department of Library Service when the Library Services Act was about to be enacted, the administration of the grant was turned over to the new agency. At the present time the Library Services Branch does not have specific information on the amount of the grant program, the number of units receiving such grants, or the statutory and regulatory provisions in the program.

employed and reimbursed. A further section authorizes a staff for the administering of the Act. Another section provides for the appropriation of funds and the amount for the current biennium.

The grants are made to county, regional, or other public libraries which cooperate or combine to extend the coverage and increase the efficiency of library service and which meet standards approved throughout the state by the trustees.

Washington.—State aid for Washington was first authorized by law in 1901 but no funds were ever appropriated. The law was repealed in 1935.²¹ In 1945, \$283,000²² was appropriated for the biennium and in 1947, it dropped to \$100,000 and remained at that level until 1953 when all aid was lost.²³ Between 1953 and 1955 the Washington Library Association re-assessed the program and abandoned the idea of direct grants to all public libraries and adopted a three-point program of integration, establishment, and grants to those libraries most heavily tapped by the interlibrary loan program.²⁴

Two parts of the grant program are in operation. The state has \$50,000 for 1959-1961, which will be expended in 1960 for the integration phase. The second part, the establishment phase, which is at present in the form of all state aid in this category to the Columbia River Regional Library Demonstration, consists of \$113,271 in state expenditures for fiscal 1960 and \$92,587 for fiscal 1961. The third phase has not yet been implemented.

Basically, the law provides that grants may be made to libraries which merge to strengthen their services. A merger may be that of a city and district to form a regional library; the merging of two districts to form an inter-county library district, and contractual agreements between small towns and districts. These are called integration grants and are nonrecurrent for the same units. The commission judges the awarding of a grant on the basis of whether the funds to support the new program can be raised locally and also if the units requesting the grant can carry on a strengthened program after the initial help from the state grant. There is also an establishment grant for a new library.

Requests for an establishment grant are reviewed on the basis of what funds are available locally; the people and area to be served, and whether the library will be able to support the service adequately in the future. An operating library may request an establishment grant to initiate service to a new area which has requested such service and has legally become part of the system. The criteria used to review re-

American Laws Governing State Aid to Public Libraries

quests for an establishment grant for a new library are also used in this instance. Both types of establishment grants are nonrecurring.

State grants-in-aid for public libraries in the United States are few and generally ineffective. The trend can be but faintly discerned. Many of the state aid programs center around the county as the library service unit. By means of various types of grants—establishment, annual book, personnel, incentive grants to enable several counties to cooperate and work together—the state has attempted to enhance local responsibility.

But progress has been slow, by and large, with the South responding more dynamically than other sections in the country. New York's substantial program and New Jersey's recently enacted grant program have given the Middle Atlantic region a better trend toward realization of system objectives. Stumbling blocks of no mean proportion yet remain in the attitudes of boards of supervisors of county governments.²⁵

Research and study at present seem to indicate that "county and regional units are gaining even less financial support than city and town libraries."²⁶ It is also thought that the change in level of support from town or district or other division of a county, to county support is not commensurate with the changes in the need for information and continuity of education affecting the daily life of the citizen in today's complex world. The vertical trend is more from locality to state level than to some intermediate level.

The trend that can be discerned is that library leaders are seeking the appropriate partnership of state and locality in building co-operative systems of library service. Such systems protect the right of the individual library and delimits the county as a component part of the system rather than the limiting and fragmentation of the library service role it tends to exert.

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